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12 APR 1971

HUD

RESOURCES

FOR

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BETTER

AMERICA

FOR 1971

COMMUNITY PLANNING AND MANAGEMENT

HOUSING MANAGEMENT

COMMUNITY DEVELOPMENT

NEW FEDERALISM

UNIFIED GRANT PROGRAMS

NEW LEGISLATION

CRIME, FLOOD, RIOT INSURANCE

DECENTRALIZATION

OVER 2,000,000 HOUSING STARTS

SCIENCE

BETTER AMERICA

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HUD *Challenge*

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

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An international issue looks at housing programs in other nations and discusses forms of local government most capable of solving urban problems.

COVER: HUD's budget and legislation requests are aimed at realigning the Department functionally to better meet the community development and housing needs of America.

12 APR. 1971

SOCIAL SCIENCES

looking ahead

Ruling Opposes Discrimination in Public Service

A recent Federal appeals court decision—ruling that a small town in Mississippi must provide public services to all residents regardless of race—holds far-reaching implications for both urban slums and small towns. The court (Fifth Circuit Court of Appeals, Andrew Hawkins v. Town of Shaw, Miss., No. 29013) found that “no such compelling interests could possibly justify the gross disparities in services between black and white areas of town.” The record showed that Shaw’s black neighborhoods, containing about 1,500 of the town’s 2,500 people, included 98 percent of all homes facing unpaved streets, 97 percent of the homes not served by sanitary sewers, inferior street lighting fixtures, and “grave disparities in both the level and kinds of services offered regarding surface water drainage, water mains, fire hydrants, and traffic control apparatus.”

Multiplying Model Cities Funds

Model Cities business specialists, economics professors, and local businessmen in Baltimore have found a unique approach to multiplying funds for their Economic Development Program. They used \$250,000 in Model Cities funds as leverage for obtaining three times as much in commercial bank loans from the Maryland National Bank. As a precondition to the arrangement with the bank, they obtained the Model Cities funds prior to their actual use, another unusual achievement. The \$750,000 will be used to make loans available to “high risk,” inner city businessmen who have taken part in a management assistance training program with the Model Cities project staff.

Urban Skyways

As one solution to the pedestrian-automobile conflict in downtown areas, several cities have turned to “skyway” systems, walkways elevated above the traffic for pedestrians. *Newsweek* reports that Minneapolis now has seven skyways within five blocks that connect the second stories of department stores, offices, and hotels. The steel and glass walkways, easily installed along building corridors, are heated in winter and air conditioned in summer, with escalators leading to the street shopping level. They have proved so popular that four more are under construction and 64 interconnecting passageways are anticipated by 1985. In Atlanta, a walkway 22 stories above the street has turned into a tourist attraction. Cincinnati plans two and a half miles of walkways with shops and restaurants to connect its \$40 million downtown redevelopment project.

Pennsylvania’s Computerized Information System

Pennsylvania has implemented a centralized automatic data processing system that combines and relays information between the State’s 43 agencies, including educational, health, transportation, housing, and fiscal needs. Under the Interagency Management Information Support System any of the more than 2,630 counties, cities, boroughs, and townships can receive or transmit information within seconds to any other level of government.

Suburb Resists Growth Pressure

In a move that may signal a reversal in the trend toward ever-expanding suburban growth, the Board of Supervisors of Loudoun County, Va., a suburb of Washington, D.C., rejected a rezoning plan for a \$112 million, 1,270 acre planned community in the eastern end of the county. The design for rezoning, submitted by Levitt and Sons, Inc., was described as “technically perfect” by county planners and praised by the Supervisors, the *Washington Post* reported. The plan would have provided 4,235 units for 13,000 people in a residential-commercial mix with open space and parks. But, said Supervisor James F. Brownell, “it just seems to be time for somebody to say ‘whoa’ to the pressures of growth that have come to Loudoun in the last 10 years.”

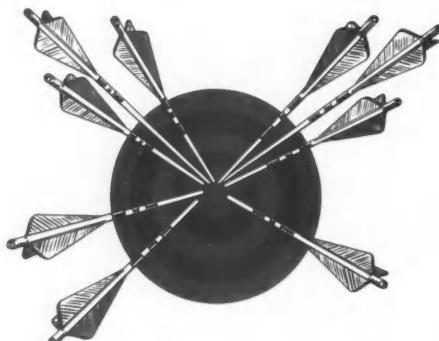
Norfolk’s Triangular Hotel

An unusual new convention hotel in Norfolk, Va., will be the latest addition to the city’s ambitious \$35 million core city rebuilding program. The 14-story, 410-room hotel will be pyramid shaped with successive floors stepped back at a 45-degree incline from ground to roof. Costing an estimated \$11 to \$12 million in private funds, the structure will have an atrium lobby 80-feet high with four glass-enclosed elevators. The building, developed by The Vector Co., of Knoxville, Tenn., is designed to complement the nearby spherically shaped Scope coliseum and rectangular shaped theater in the 182-acre downtown redevelopment area.

Study Investigates Park Crime

A study designed to reduce crime in urban parks has been funded with a \$79,900 HUD grant. Harold Lewis Malt Associates of Washington, D.C., will prepare a planning, design, and management program to be implemented in a demonstration project. The findings will be based on a study of 12 to 16 communities across the country.

HARNESSING HUD RESOURCES FOR A BETTER AMERICA



In his State of the Union address on January 22nd, President Nixon called for a new partnership between the Federal Government and local governments—"a partnership in which we entrust the States and localities with a larger share of the Nation's responsibilities, and in which we share our Federal revenues with them so they can meet these responsibilities."

In keeping with this concept—and in continuation of efforts begun a year ago—HUD launched the second stage of its functional alignment by administratively grouping all community development assistance programs under one Assistant Secretary, all community planning and management programs under another, and all housing management activity—because of its increasing importance—under another Assistant Secretary.

During 1970, the first stage of the Department alignment resulted in placing all housing production programs under the Assistant Secretary for Housing Production. This alignment was responsible in large measure for the record increase of approximately 300 percent in the production of assisted housing during the past two years.

In addition, the decentralization of HUD operations was initiated with the increase of Regional offices from six to 10 and the establishment of 23 Area offices. Other

area offices will be created by September 30 of this year to continue the HUD effort of bringing decisionmaking closer to the people being served.

Significant New Legislation

Legislation will be submitted to consolidate the HUD Community Development programs, combining many of the present categorical grant and loan programs into one unified and flexible assistance program.

This will be accompanied by a broadened Community Planning and Management Program to help the States and communities do a better job of planning for community development.

"These changes are in line with the more comprehensive functional realignment of the Executive Department recommended by the President," said HUD Secretary George Romney.

He pointed out the soundness of the functional approach is borne out by HUD's first stage alignment which resulted in record housing production.

The administrative grouping of Community Development Programs began March 1 and, as Secretary Romney said, will result in the elimination of a great deal of red tape and in simplified procedures.

HUD'S NEW ALIGNMENT

Under the new organizational alignment HUD will include:

Community Development, headed by Assistant Secretary Floyd H. Hyde, formerly head of Model Cities. On enactment of the proposed legislation, Mr. Hyde will continue to head this office.

Community Planning and Management, under Assistant Secretary Samuel C. Jackson, formerly head of Metropolitan Planning and Development. He will continue in a policy role as General Assistant Secretary.

Housing Management, headed by Norman V. Watson, formerly Acting Assistant Secretary for Renewal and Housing Management.

Housing Production and Mortgage Credit-FHA, headed by Assistant Secretary Eugene A. Gulledge.

Research and Technology, under Assistant Secretary Harold B. Finger.

Fair Housing and Equal Opportunity, headed by Assistant Secretary Samuel J. Simmons.

Federal Insurance Administration, headed by Insurance Administrator George K. Bernstein.

"The time has now come in America to reverse the flow of power and resources from the States and communities to Washington, and start power and resources flowing back from Washington to the States and communities and, more important, to the people all across America."

President Nixon
State of the Union address

"The functional consolidation of HUD will produce a stronger, more viable organization."

Secretary Romney

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"The Community Development approach is built primarily on what we have learned from the Model Cities process," the Secretary declared, "although it goes beyond that. The Model Cities process has made it very clear that the program is more effective when you decentralize, when you eliminate red tape, and when you simplify the processing and enable the local officials to make the decisions as to how these programs are going to be used."

The proposed Community Development Program would reshape and combine into a unified grant program the present categorical programs of Urban Renewal, Model Cities, Rehabilitation Loans, and Water and Sewer grants on January 1, 1972. Additional categorical grant and loan programs, such as Open Space, Public Facility loans, and Neighborhood Facilities, are expected to be incorporated in the Community Development Program in 1973.

"We are not just wiping out urban renewal and Model Cities and the others," the Secretary explained. "What we are doing is replacing them with a better program for the cities and the units of government involved—a better

President Nixon delivers his State of the Union Address to a joint session of Congress.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

	Departmental Totals		
	Actual 1970	Estimate 1971	Estimate 1972
	(dollars in thousands)		
Appropriations	\$2,646.0	\$3,415.9	\$3,569.2
Budget Authority	\$5,383.7	\$3,434.4	\$3,629.2
Budget Outlays	\$2,603.0	\$3,335.1	\$3,887.8
Community Development Program Levels	\$1,640.2	\$1,759.5	\$2,325.0
Contract Authority Utilized for Assisted Housing	\$469.1	\$591.5	\$617.0
Assisted Housing Starts	277,682	435,047	490,535
Appropriations for Assisted Housing Payments	\$525.5	\$855.2	\$1,373.8
Full-Time Employees in Permanent Positions	14,661	16,030	16,709

program in terms of less Federal red tape and review, in terms of greater local freedom in decision-making, and in terms of more money.

"We expect the mayor and the local officials to be responsible for handling the applications and execution of the Community Development Program in a community. They represent the people in the local community and we think they should be the ones responsible.

"Cities will not get less money than they have been getting," he said, "but probably more."

Strengthening Planning

Coincident with the creation of the Community Development Program will be the Community Planning and Management Program, based on the present Comprehensive Planning Assistance Program (the 701 Program),

"So let us put the money where the needs are. And let us put power to spend it where the people are."

President Nixon
State of the Union address

which will be redirected to strengthen the executive and managerial capabilities of States and communities.

"We hope through this program," Mr. Romney explained, "to help States, metropolitan and non-metropolitan areas, and localities wisely plan a better use of their funds. They are faced with the difficult task of preparing for future growth and development, while at

COMMUNITY DEVELOPMENT PROGRAMS

	Budget Outlays		
	Actual 1970	Estimate 1971	Estimate 1972
	(dollars in thousands)		
Urban Renewal Programs	1,043,187	1,082,000	1,300,000
Rehabilitation Loans	35,035	47,000	36,000
Model Cities Programs	85,794	380,000	450,000
Grants for Basic Water and Sewer Facilities	109,011	140,500	170,000
Community Development Grants (Proposed Legislation)	150,000
Subtotal	1,273,027	1,649,500	2,106,000
Open Space Land Programs	43,414	72,000	100,000
Grants for Neighborhood Facilities	23,408	33,000	38,000
Public Facility Loans	40,489	45,513	36,494
Total Outlays	1,380,338	1,800,013	2,280,494

the same time addressing the social and economic problems resulting from past growth. To meet these challenges effectively, their management and decision-making capability must be strengthened."

The Community Planning and Management Program will cover the expanded Comprehensive Planning Assistance Program; the Workable Program for Community Improvement; the Community Renewal Planning Program;



HUD Secretary Romney discusses the proposed budget at his press conference.

the New Communities Assistance Program, including the newly enacted Community Development Corporation; and the Community Development Training Program.

The Secretary gave concrete examples of how the realigned programs could work.

In the Community Development Program, he cited the experience of Gary, Ind., where Mayor Richard G. Hatcher represented all city agencies, including such independent bodies as the local renewal agency and housing authority, in negotiating a consolidated assistance grant with a single representative from HUD's Chicago Regional Office. "After they worked out a program, Mayor Hatcher said if this is what New Federalism meant under Nixon and Romney, he was all for it because of the simplicity and effectiveness of the approach," Mr. Romney said.

In Community Planning and Management, Mr. Romney pointed to the example of Indianapolis. "As a result of the combination of six Federal departments, seven State departments, and representatives of the entire metropolitan area," the Secretary declared, "a planning and management program was worked out that enabled Indianapolis to go forward much more effectively than could have been done otherwise."

Proposed FY 1972 Budget

The proposed budget assumes that legislation authorizing the Community Development Program—for which

"I have faith in people. I trust the judgment of people. Let us give the people of America a chance, a bigger voice in deciding for themselves those questions that so greatly affect their lives."

President Nixon
State of the Union address

\$1 billion is requested—will be enacted before January 1, 1972.

The budget also provides for appropriations and program levels to carry out the present categorical grant and loan programs during the first half of Fiscal Year 1972. Therefore, program levels for both halves of FY 1972 must be considered in making accurate year-to-year comparisons of budget totals for related HUD programs.

While making the organizational transition, HUD will continue to provide increasing assistance for the production of housing for low and middle income people. The FY 1972 budget requests \$560 million in contract authority for assisted housing, compared with \$531 million in FY 1971.

Production under HUD's subsidized housing programs is expected to total more than 490,000 units in FY 1972, compared with 435,000 in FY 1971. Furthermore, the recently reduced FHA-VA 7 percent interest rate ceiling, if projected through FY 1972, would increase the total

assisted production for that year by approximately another 70,000 units, which would establish an all-time record of 550,000 HUD assisted units.

Many projects and activities formerly approved under the categorical grant and loan programs will be approved during the transition period to the extent that they can be incorporated readily into the proposed Community Development Program.

Beginning no later than July 1, funding for urban renewal projects will be used exclusively for Neighborhood Development Programs and amendatories—funds for projects now in execution where costs have exceeded the original estimate for reasons beyond the control of the locality.

Model Cities Outlays

Outlays for Model Cities in FY 1972 will total \$450 million, compared with \$380 million this year, to permit the liquidation of prior commitments.

While no new appropriations are requested for Model Cities, the budget provides for continuation of existing contracts and those entered into before January 1, 1972; a new commitment level of \$375 million for the present fiscal year and \$70 million for FY 1972; and replacement of this program by larger Community Development and Community Planning and Management funding. No additional appropriations are required because of sufficient unused available appropriations.

The Secretary declared that "there will be no failure to fulfill present and future commitments on any of our Model Cities contracts."

However, new obligations for Model Cities will be made only for those programs and activities which can be incorporated into the Community Development Program.

The requested appropriation for the Open Space Land Program in FY 1972 is \$200 million, compared with \$75 million this year. In addition to the larger appropriation, the program would be reoriented to provide more recreational areas in and near our cities. This would include emphasis on smaller neighborhood parks "as part of the President's concern for the establishment of urban parks for America that will be a legacy to all the people."

In his budget message submitted February 5th, President Nixon said he would propose reform of HUD's community development programs and of certain economic development programs of the Departments of Agriculture and Commerce.

"Narrowly defined categorical grant programs in this field have frequently conflicted with local priorities and unnecessarily generated red tape," the President stated. "With special urban and rural revenue sharing programs, we will permit localities to plan and carry out community development in accordance with their own needs."

editor's notebook

In February, HUD Secretary Romney announced the third reduction in as many months in the maximum allowable interest rate on mortgages insured by the FHA. From an all time high of 8½% in January 1970, it was lowered by ½% in December, by another ½% in January 1971, and is now 7%. The Secretary noted that "as a result of the three reductions in the FHA interest ceiling, monthly payments on a typical FHA-insured home financed today will be \$20 to \$25 less than would have been the case at the 8½% interest rate prevailing during most of last year."

Sixteen additional HUD Area Offices and one additional Insuring Office will be opened by next September. The new offices will be under the jurisdiction of HUD's Philadelphia, Atlanta, or Chicago Regional Offices. The other seven of HUD's 10 Regions completed their decentralization last year when 23 Area Offices were opened. These 16 offices complete HUD's decentralization program: Philadelphia, Washington, Richmond, Baltimore, Atlanta, Jacksonville, Greensboro, Columbia, Louisville, Knoxville, Jackson, Chicago, Indianapolis, Minneapolis-St. Paul, Columbus, and Milwaukee.

All local housing authorities will be required to adopt HUD's new lease and grievance procedures designed to give greater protection to the rights of tenants living in public housing and to strengthen tenant-management relations. One provision requires housing authorities to maintain the buildings in a decent, safe, and sanitary condition in accordance with local housing codes and HUD regulations. The grievance procedure guarantees tenants the opportunity for an impartial hearing.

In the past two years, the Federal Government has financed more low- and moderate-income housing than had been financed for the previous 10 years. In 1969-70 there were approximately 694,000 low- and moderate-income housing starts; in 1959-68 there were about 683,000.

According to Eugene A. Gulledge, Assistant Secretary-FHA Commissioner, "By the very nature of its operations, the Federal Housing Administration provides a substantial measure of built-in protection to the typical residential purchaser. But in an age so highly sensitive to the issue of consumerism, we must take steps to move us well ahead of the statutory requirement of sound underwriting into the field of consumer protection. Basically, our interest is identical to that of the consumer. We must be just as aggressive in protecting his interests as we are in protecting our own. Both homeowner and tenant are entitled to their money's worth and it's our job to see that they get it."

The First Annual Urban Technology Conference will be held May 24-26 at the New York Coliseum in New York City. "This is a fine opportunity," says Mayor Richard G. Lugar of Indianapolis, President of the National League of Cities, "to introduce city officials to the technologists and industrial firms who may be able to help us develop solutions to the massive problems we face."

In the past two years—since Operation BREAK-THROUGH was established—nine states have enacted legislation which includes a mechanism for **approving industrialized housing systems** for use within the State, without regard to local building codes. In 16 other States, similar legislation has been or will shortly be introduced. And in at least four other states, similar laws are being drafted and discussed.

HUD Secretary Romney gave a special award to **Haley Sofge**, "the man," he said, "who is known as 'Mr. HUD'" in Miami, Fla. Mr. Sofge is the retired director for the Dade County, Florida, Department of Housing and Urban Development. He was cited by the National Conference of Christians and Jews "for his distinction as a community leader and statesman of human affairs." Since 1957, Sofge has headed the Miami public housing programs, raising the number of housing units from 2,243 in 1957, to 5,661 in management in 1971 when he retired, due to ill health. Another 6,000 units are presently under construction or on the drawing boards in Dade County.

Albert E. Hampton of Washington, D.C., was named Assistant Commissioner-Comptroller of FHA. **Ernest F. Sigety**, a New York businessman, was named Deputy Assistant Commissioner for Unsubsidized Housing. **Philip R. Thompson**, an Arizona housing specialist, was named Special Assistant for Cooperative Housing. All will report to HUD Assistant Secretary for Housing Production and Mortgage Credit-FHA Commissioner Eugene A. Gulledge.

Charles G. Field of Alexandria, Va., was named a Special Assistant to Harold B. Finger, HUD Assistant Secretary for Research and Technology.

Maurilio V. Ortiz of San Antonio, Tex., was appointed a Special Assistant to Norman V. Watson, Acting Assistant Secretary for Housing Management.

John L. Ganley was appointed Assistant Deputy Under Secretary. He will work closely with Charles J. Orlebeke, Deputy Under Secretary for Policy Analysis and Program Evaluation.

a private view of the ghetto: the luxury we can not afford

By William Houseman



No matter how many pick ups by the Sanitation Department, the garbage in a high density ghetto overflows all available cans.



In a neighborhood where few washing machines are privately owned, the laundromat becomes a communal gathering spot seven days a week.

Why would anyone of his own free will want to move to a slum? Why, after living for 20 years in one of New York's nicest Westchester suburbs, would a couple decide to live in the South Bronx—especially after seeing your children through "the third best school system in the state?"

There is no pat answer. But I can tell you how the idea of making such a drastic move was planted.

Nearly seven years ago, at an environment conference in Washington planned by a group of us who were interested in housing, I first heard an expert on the inner city ghetto describe what happens to people who live there. His name is Robert Castle, and he is a white Episcopal priest whose parish at that time lay deep in a Jersey City slum.

Father Castle, who was mainly responsible for cooling down the Jersey City rioting that occurred a year ahead of Watts and Detroit, had this to say: "Young people come to my church who are alive, who feel there is something in life for them. I see them playing in the gymnasium, and I see their vitality. I know that in a few short years these same young people will have lost their vitality. Their hopes and their creativity will have been destroyed. In reality, while they are playing there, they are really dead—dead because of the environment in which they are living."

I never forgot those unknown but very real children of Father Castle's, and they returned to the core of my consciousness in the summer of 1968 when we entertained three little girls from the South Bronx at our house in the New York suburbs. They were sisters, seven, nine and ten, who were sent to us by their neighborhood Lutheran church for two weeks of experiencing what former Boston Mayor John Collins has characterized as "green spaces and white faces."

Living Exchange

We had never thought of ourselves as liberal pushovers for the fresh-air idea, mainly because we felt that two weeks of being nice to a ghetto kid, who would never be seen again, added up to a hollow exercise in self-righteousness. So my wife and I agreed, when we took Beanie and Deborah and Charlene, that we would keep the friendship going throughout the year—if everybody liked each other.

Everybody did like each other. But things didn't work out quite as we envisaged. Instead of providing a second home for the girls in our environment, we moved to the city and bought a brownstone in theirs.

That was two years ago. As far as we know, we are the only white, middle-class, middle-aged career suburbanites in our part of the South Bronx. I wish there were more like us, and I'll tell you why.

Outsiders in the Ghetto

For an outsider to move into a big-city ghetto is to discover at first hand this affluent society's most ghastly



The jobless, the drunks, and the junkies gather in doorways and alleys for protection from the cold and the law.

luxury—the ghetto itself. I use the word "luxury" as it is ordinarily intended—to describe an investment that really isn't necessary. We have personally discovered that the human and economic costs of perpetuating a ghetto sub-culture are not only *not* necessary, they are indefensible. And worse, the evidence of my senses tells me that these costs are inflationary beyond any known yardstick, because they are both pernicious and self-feeding.

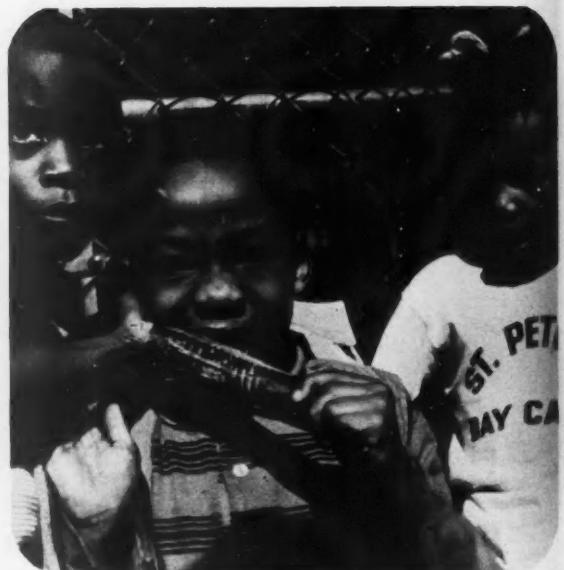
Bluntly stated, this country's investment in the proliferation of the inner city slum as a condition of human existence buys us a monstrous luxury: nothing less than a social, cultural, and environmental cancer. Living in the ghetto enables anyone new to the experience to see immediately the raft of excesses documented now and then on educational TV and in small-circulation liberal

magazines. Among these wretched excesses: a horrendous crime rate whetted by a rotting and tax-eroded physical environment; a whole range of community services—fire and police protection, sanitation, social, health and welfare facilities—that patently fail to measure up to minimal urban standards.

But forget these and the many other administrative failures. Father Castle was absolutely right: The saddest yield from this country's ghetto investment is the propagation of a diminished, demeaning, and basically hopeless way of life.

Very Nice Neighbors

Unlikely as it may seem to many Americans who would never dream of setting foot in an urban ghetto, a lot of very nice people live there. This is true, at least, in our South Bronx neighborhood; and if it is true there it must be true in other ghettos, since any New York official who knows his slums will concede that the South Bronx ranks right up there with the most shameful of them.



One generation and a 1000 miles removed from the rural South, kids in the South Bronx still gnaw on sticks of sugar cane.

Another little appreciated fact is that ghetto residents, nice and otherwise, are not all poor, and not all black or Puerto Rican. In our Mott Haven district, for example, the demographic makeup produces a very tweedy pattern. To be sure, a majority of our neighbors are black, Puerto Rican, and poor. But they aren't the only disadvantaged people. Neighboring with them are some of the most tragically neglected of all Americans—the lonely, aged, and often sick white widows and widowers who live precariously on Social Security in furnished rooms.

A fairly generous sprinkling of South Bronx residents are not poor. Here and there, you find old-timers who missed the upward mobility train to the suburbs. Mostly of Irish or German background, they keep to their row

orrendous physical services—fire and welfare are minimal

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cans who ghetto, at least, in there it New York the South shameful of

houses, commemorating the past, cursing the present, and fearing the future while hoping urban renewal or something will produce an inflated price for their house.

And there are middle-class black families who live very comfortably in rent-controlled apartments in the "projects." Many of these are families whose bread-winners are inching into the \$10,000-\$12,000 income bracket as bus and truck drivers, cops, or skilled production workers who pile up overtime or moonlight in order to buy the color TVs and new cars that the affluent family buys on *straight* time. Unlike the majority of slum dwellers who are locked in to a ghetto existence because they are poor, the middle-class minority families often sit tight for social and psychological reasons; they simply aren't ready or willing to face the psychic risks of being rejected in suburbia.

Finally, and least welcome by everyone else who is trying to make it in the ghetto, are the drug addicts, the alcoholics, the derelicts, and the plain crazies.



Once the hopeful sign of an environment upturn, a neighborhood vestpocket park is now a mocking shambles, fit for neither young or old.

One reality binds all ghetto residents together: the absence of any reasonable opportunity to live anywhere else. And I believe it is this single, devastating reality that makes the ghetto a luxury we simply can no longer afford. It is much too late to pretend we can justify two Americas—one affluent and the other deprived.

Suburban Reactions

But closing the psychological gap between the two will be immensely difficult—mainly, I believe, because the outsider's conception of ghetto residents and ghetto life borders on the pathological. Suddenly, you notice that people you've always admired for their independence of mind all begin to sound alike. When you advise them you've bought a townhouse in the South Bronx, you can expect one of two reactions. Your friend either blurts,



With little else to do in a deprived neighborhood, the adolescent boys play basketball expertly in all seasons in all weather.

"*The South Bronx!*," or assumes an expression of troubled puzzlement. If the latter, you can almost bet that whatever response follows will lean heavily on the word "courage."

"Well," said a once-militant newspaperman, "I sure admire your courage."

Or the career woman-volunteer who always mans the phones at charity telethons: "Gee, it must take a lot of courage."

The courage nonsense is easy enough to handle. We usually reply, quite truthfully, "No, not courage—just self-indulgence."

The real breakdown in communications comes when you need something done for you. The plumber says, "No, sir, they'll steal my truck while I'm in your house." The taxi driver says, "Sorry, buddy, but you're not gettin' me into *that* neighborhood." The delivery man says, "If you didn't get it, they probably stole it." The electrician says, "That's not a place, that's a jungle."

Our street happens to be the only one in the Bronx that has been designated an official landmark; by dumb luck, we bought our house before the Landmark Preservation Society so honored us. But landmark distinctions or not, to live where we live is to cut yourself off from respectability.

Affluent Rationalization

The point is all too clear: As Herbert Gans and other social thinkers have noted, it is not only easier to blame the poor than to recognize the conditions of their poverty; it is also a form of therapy for the privileged to punish the poor by isolating them. Thus the affluent find it possible to rationalize the jacking up of food prices by supermarkets in the ghetto on the grounds that thievery there is greater—but not greater than expense account and

rural South, Jane.

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other forms of corporate thievery that take place outside the ghetto. Or the commuter may deplore garbage-strewn streets glimpsed while passing through a slum neighborhood—not understanding that ghetto people in criminally overcrowded tenements have no dining rooms, no play rooms, workshops, or libraries; so they eat, play, dance and live in the streets, where else?

A while back, I read an article by the novelist Kurt Vonnegut about a visit he made to Biafra during the last days of the civil war there. He spoke of walking along the road and acquiring children, one after another, on his fingers. In no time at all and wherever he went, he would collect children: ten of them, each holding a finger.

The story shook me. "Hey," I remembered thinking, "that's exactly how it is when you walk down 140th Street in the South Bronx." That's where our church is located, on a block that literally seethes with children, mostly from families on welfare and many without visible fathers. Miraculously—up to adolescence, at least—they are great loving, trusting, finger-holding kids. A few of the



Given a choice of busy sidewalks or bleak macadam playgrounds, many kids prefer the improvised sidewalk games and scuffles.

lucky ones have scholarships and attend the parochial school on the block run by our church. As teacher of the fourth graders' Sunday School class, I can tell almost without fail which kids go to private school and which to public school. The public school students can't read. They can't even *play* in many cases, because no one has taken the trouble to teach them how to get along with each other. So play takes the form of griping, sniping, slurring, and deprecating.

It would be a distortion, however, to suggest that children are the only ones who matter in the ghetto. A great many of our neighbors were born in the rural South, where living conditions may have been terrible, but gentleness and generosity were surely the rule. For these are the qualities that find expression in church pot-lucks, children's parties, and family in-gatherings.

Friendship, we find, is not conditional; it is absolute.

Maintaining Root Values

And yet, with all of its capacity to struggle for an inner sufficiency, I believe every ghetto in this country must be broken up, not as a favor to the people who are sequestered in them but as an essential condition for the survival of this young society's root values. The South Bronx and similar ghetto areas in all of our major cities must be wholly transformed. They must be made, as a psychiatrist friend puts it, "so compellingly attractive that anyone of any station will find the city an enriching place to live." This implies, of course, that our public and private capabilities should be concentrated on enlarging and enhancing the options of everyone. Any city dweller must be able to move into the suburbs, just as a revivified urban society should accommodate suburbanites who long to return where the action is.

That's where we are, and we welcome company.



They amble aimlessly, alone and neglected—the elderly people who live in the South Bronx, pinned down by poverty and loss of vitality.

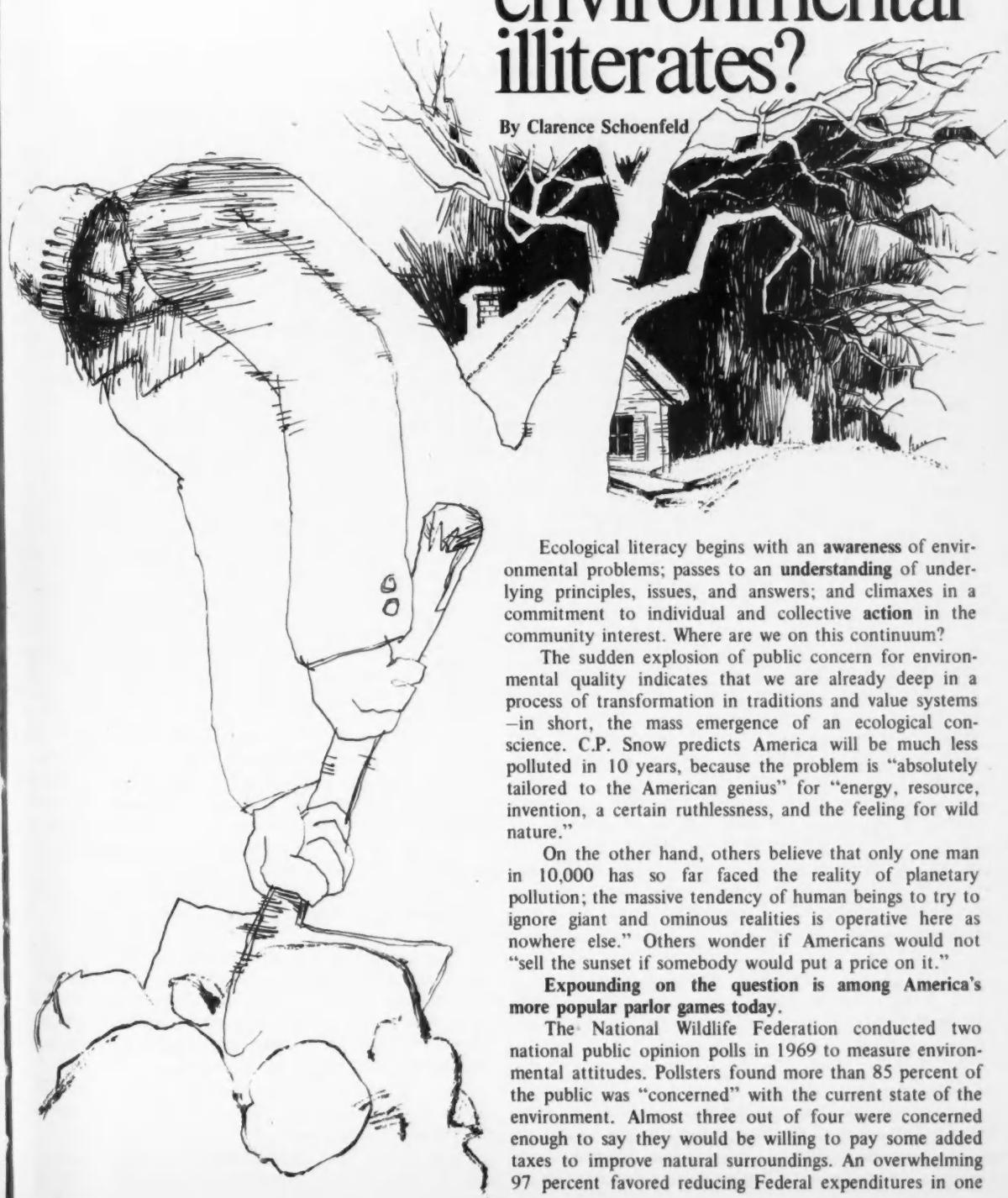
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Are we environmental illiterates?

By Clarence Schoenfeld



Ecological literacy begins with an **awareness** of environmental problems; passes to an **understanding** of underlying principles, issues, and answers; and climaxes in a commitment to individual and collective **action** in the community interest. Where are we on this continuum?

The sudden explosion of public concern for environmental quality indicates that we are already deep in a process of transformation in traditions and value systems—in short, the mass emergence of an ecological conscience. C.P. Snow predicts America will be much less polluted in 10 years, because the problem is “absolutely tailored to the American genius” for “energy, resource, invention, a certain ruthlessness, and the feeling for wild nature.”

On the other hand, others believe that only one man in 10,000 has so far faced the reality of planetary pollution; the massive tendency of human beings to try to ignore giant and ominous realities is operative here as nowhere else.” Others wonder if Americans would not “sell the sunset if somebody would put a price on it.”

Exounding on the question is among America’s more popular parlor games today.

The National Wildlife Federation conducted two national public opinion polls in 1969 to measure environmental attitudes. Pollsters found more than 85 percent of the public was “concerned” with the current state of the environment. Almost three out of four were concerned enough to say they would be willing to pay some added taxes to improve natural surroundings. An overwhelming 97 percent favored reducing Federal expenditures in one

or more areas to free money for conservation. This seems like pretty good evidence that environmental awareness is not merely a momentary focus of the mass media.

But does awareness lead to understanding? The national assessment of Educational Progress, a project of the Education Commission of the States, finds that 68 percent of American 17-year-olds correctly answer a rather basic ecological question involving a grass-rabbit-hawk food chain. However, another study found that pupils had difficulty in drawing social and cultural implications from biological concepts. They could not, for example, see the correlation between "succession" in a country field and "succession" in a suburb. This is called "the boondock syndrome" under which biology and the city are seen as mutually exclusive concerns by many.

Eco-Action

Finally, given an adequate level of environmental understanding, does this necessarily lead to "eco-action"? Studies show that a person's position on a conservation issue does not necessarily correlate with his amount of conservation knowledge. Being more informed about environmental issues does not necessarily mean that a person will be more favorable toward enforcement of controls.

Despite the inherent lag between understanding and action, a good deal of action is going on. At the local level, for example, people are lying down in front of bulldozers, accosting legislators in their lairs, baiting conservation bureaus, plumping for bond issues, and in general identifying issues in the best traditions of American populism. At the national level, the Justice Department is embroiled in a number of lawsuits involving the rights of the people versus exploiters of land and natural resources. Public sentiment has shifted in favor of positive action to preserve and protect the balance of nature in which persistence of life on this planet depends.

I interpret all this to mean that the current American awareness of environmental degradation is high, and some of this awareness is being translated into sporadic, piece-meal environmental action. But we have no grand design, no consistent, coherent environmental strategy because our going level of ecological understanding is incomplete, and our economic predilections continue to outweigh our esthetic and ethical insights. Particularly, we are having trouble facing up to the profound personal implications of the "subversive science" of ecology, and we are slow really to appreciate the all-encompassing nature of the man-land community concept.

Laws of Ecology

Let me try to illustrate these points by contrasting Barry Commoner's "three basic laws of ecology" with traditional HUD practices.

The first basic law, proposed by Commoner, is: **Everything is connected to everything else.** As I have said, at the level of understanding a pond eco-system, there is a broad acceptance of this law, but when we translate it into social or cultural terms we lose adherents. For example, there is a direct connection between the private

housing standards prescribed by FHA in 1940 and the post-war march of "slurbs" over priceless open space and farmland. Think how different would be the face of America today if returning veterans had been encouraged by the provisions of a G. I. housing loan to buy a share of a condominium instead of a quarter-acre cornfield.

Every time I shovel my driveway, for example, I assuage my mental and physical aches by offering up a string of silent oaths against city zoning ordinances and building codes. I have a driveway at least 40 feet long because the law says my house and its attached garage must be set back at least 30 feet or so from the sidewalk. This 30-foot-setback law stems from the desires of city planners of another day to create an America in which everybody would have a front lawn, as a testimonial to the good life to be enjoyed living near the land. The front-lawn syndrome lies deep in the American psyche. Like the concept of 40 acres and a mule, it symbolizes our passion for freedom, independence, and open spaces.

In the America of yesterday, only farmers and wealthy urbanites had front lawns. These lawns had a good deal of utility, quite apart from their role as status symbols. They were big enough to afford a place where chickens could range, where ponies could be pastured, where horse-drawn carriages could be drawn up to front verandas, and where ice cream socials could be conducted under arching elms.

The front lawn, then, stood for something. It set a bucolic way of life apart from the ant-like existence of tenement dwellers. Little wonder that the urban planners of that era envisaged whole subdivisions in which the distinguishing characteristic would be front lawns. Our lives are the products of their dreams.

Symbolic Farms

And what have we wound up with? Street upon street of meaningless, tiny, symbolic "farms" that are really nothing but 80-foot frontages of crab grass. Each of us in suburbia is saddled with about 1,800 square feet of the most useless, not to mention aggravating, hunk of real estate it would be possible to devise.

In winter our front-yard driveways and sidewalks are an utter nuisance. In summer we trespass on our front yards only to mow grass or trim shrubs for the edification of the people who drive past. To escape their gaze we retreat to our back yards, which are the new focus of America, with their elaborate barbecue pits, sandstone patios, chaise lounges, swimming pools, and badminton courts.

The Urban Land Institute has discovered what some of us have suspected for some time—that this suburbia is not the best of all possible worlds. The typical 80 x 120 foot lot is a champion waster of land, time, money, and talent. Our back yards aren't big enough to be private, yet they're wide enough to require expensive street, curb, gutter, and sidewalk assessments. Our side yards are the silliest of all. They're too wide to forget and too narrow for croquet.

The Urban Land Institute wants to reduce the size of lots, put houses closer together, and move them closer to

the street. All the leftover land would be kept as open space in common, like the old village green. Hills would be left hilly, swamps swampy, and woods woodsy. Variety would replace monotony. There'd be a place nearby where a fellow could really stretch his legs. This is what Senator Gaylord Nelson calls applying "an ecological filter" to public policy decisions.



The second Commoner ecological "law" is: **Everything has to go somewhere.** We do not "dispose" of wastes, we merely change their location or form. Yet HUD and other Federal agencies continue to subsidize a sewage technology that is doomed to failure instead of underwriting an attack on systems for recycling.

There's no such thing as a free lunch: this is Commoner's third "law" of ecology. We pay for everything we do, at some time or other, in one way or another. In the name of urban development we drain Florida swamplands and learn later on we have damaged valuable shrimp grounds in estuaries miles away.

Death of a Woodlot

Degradations of ecology can be on a small scale as well. A murder took place last spring on a road near my home town of Madison, Wis. The body of the victim lay rotting in plain view of passing cars. Yet authorities issued no warrant for arrest because, in the eyes of the law, no crime had been committed. The victim, you see, was a hillcrest woodlot, and our criminal code has nothing to say about killing a woodlot.

For many of us who didn't own it, that woodlot was something special. It was the touch of the wild closest to town. In the spring we would search its floor for hepaticas and anemones, or listen to a congregation of warblers in its budding treetops. In the summer you could wade through the underbrush and start up families of young rabbits. In the fall it always held a couple of grouse and on one rocky point a splendid growth of bittersweet. In the winter we would stop our cars and watch the quiet woods fill up with snow.

Most of the woodlot was second-growth red oak and ironwood and hickory, but at one spot stood a burr-oak veteran of age-old fires. To one side was a hidden pond

where an occasional wood duck nested. From another point you could look away and away over a fertile valley to the hulk of Blue Mounds. Because it was well fenced, one section held a parched prairie with remnants of native grasses. Thrushes and flickers and tanagers lived along the far edge of the glade.

What will become of our woodlot now? Our woodlot is destined to become a subdivision where city folk will seek escape from neon and asphalt by building ranch houses on a naked hill. They will sweat and strain to grow imported sod and trees where once native flora held dominion. Their taxes will go to pay for storm sewers with expensive covers, and their spending money will go for gas to carry them to a park miles away where somebody has preserved a woodlot.

Understanding Needed

When we intervene in a complex system so as to produce a certain desired effect we always get in addition some other effect or effects, usually not desired. That this principle operates in the city as well as in "nature," and that it operates in defiance of economic "laws" and legislative acts—this is a level of environmental understanding not yet attained in sufficient degree.

One common answer to the problem is "more environmental education." Nobody can really quarrel with that proposition. The quantity of environmental education in this country is undoubtedly too low. But something should be said as well for the content of that education. So long as ecology remains the exclusive province of biology departments and so long as conservation is monopolized by colleges of agriculture, there will be much lacking in the social scientists and the commitment of schools of urban studies. Fortunately such multidisciplinary configurations are beginning to emerge in universities, foreshadowing a team-teaching approach to environmental education at the elementary and secondary level, and a reorientation at the adult level. We will know we have begun to arrive when the standard ecology field trip includes a visit to a slum as well as to a nature setting, and when the standard ecology text makes clear how a war in Indochina is an inexorable part of the Indiana ecosystem.

But we will not really have arrived at the climax stage of environmental literacy until we appreciate fully the ethical as well as the technical dimensions of ecology. Ecology teaches us that man is a plain member and citizen of the land-community, not its conqueror. So ecology leads to a sense of what is **right**, not what is momentarily convenient or profitable: an action becomes right only when it tends to protect the health of the man-land community—its integrity, stability, and beauty. This is the ultimate ecological conscience—the extension of ethics from people to land. In its attainment we will not only save the environment, we will save ourselves. ☺

*The author is Joint Professor of Journalism and Wildlife Ecology, Chairman of the Center for Environmental Communications and Education Studies, The University of Wisconsin-Madison; and Editor, the *Journal of Environmental Education*.*

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

OFFICES OF:

Public Affairs
Congressional Relations
Labor Relations
International Affairs
Voluntary Action

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Board of Directors
General Manager

GENERAL COUNSEL

Legal services for all
Department programs and
activities

FEDERAL INSURANCE ADMINISTRATOR

Riot Reinsurance
Flood Insurance
Crime Insurance

ASSISTANT SECRETARY FOR EQUAL OPPORTUNITY

Equal Opportunity
Fair Housing
Civil Rights

GENERAL ASSISTANT SECRETARY ASSISTANT SECRETARY FOR COMMUNITY PLANNING AND MANAGEMENT

Comprehensive Planning Assistance Grants (including Urban
Information, Technical Assistance, and Community Renewal
Program)
Comprehensive Planning Requirements (All programs)
Workable Programs
Urban Design
Metropolitan Area Planning Coordination
New Communities Assistance Programs
Urban Systems Engineering Program
Intergovernmental Relations
Community Development Training and Fellowships
Clearinghouse Service
Department-wide Function:
Relocation Policies and Standards

ASSISTANT SECRETARY FOR COMMUNITY DEVELOPMENT

Community Development Programs
Urban Renewal Programs
Model Cities Program
Rehabilitation Loans and Grants
Neighborhood Facilities Grants
Open Space Land Programs
Water and Sewer Grants
Public Facilities Loans
Community Development Grants (Proposed)
Department-wide Functions:
Local Agency Budgeting and Administrative Practices
Land Acquisition Policies and Standards

AREA OFFICE
DIRECTOR

DEPUTY UNDER SECRETARY FOR POLICY
ANALYSIS AND PROGRAM EVALUATION

Program Analysis & Evaluation
Economic Analysis
PPB System
Data Systems Development
Statistical Reports & Analysis

ASSISTANT SECRETARY FOR
ADMINISTRATION

Budget
Management and Organization
Audit
Financial Systems and Services
Personnel
General Services
Automated Data Processing
Investigations
Regional Liaison
Defense Planning

ASSISTANT SECRETARY FOR
RESEARCH AND TECHNOLOGY

Management of Research and Technology
Activities
Comprehensive Planning Research and
Demonstrations
Experimental Housing Programs
Technical Studies
Abandoned Properties Demonstrations
Experimental Housing Allowances
Management of Operation Breakthrough
Business Participation
Liquidation of Low-Income Housing and
Urban Renewal Demonstrations

ASSISTANT SECRETARY FOR HOUSING
PRODUCTION AND MORTGAGE CREDIT—FHA

Mortgage Insurance for Housing and Related Facilities (including
Mortgage Servicing for Single-Family Programs and Premium
Collection for Multifamily Programs)
Mortgage Insurance, Interest Reduction, and Rent Supplements
for Low, Moderate, and Middle Income Housing
Production of Low-Rent Public Housing, College Housing, and
Housing for the Elderly
Financial Assistance for Non-Profit Sponsors
Mortgage Insurance for Rehabilitation
Interstate Land Sales Disclosure
Government National Mortgage Association
Department-wide Functions:
Market Analysis
Housing Construction and Design Standards

ASSISTANT SECRETARY FOR HOUSING MANAGEMENT

Management of Contracts for Interest Reduction (Sec. 235, 236,
243), Rent Supplement, College and Elderly Housing
Management and Disposition of Acquired Properties, including
Government Held or Assigned Properties under Mortgage
Insurance Programs
Mortgage Servicing for Multifamily Mortgage Insurance Programs
(excluding Premium Collection)
Management and Modernization of Low-Rent Public Housing,
including Tenant Services
Revolving Fund for Liquidating Programs (including Advances
for Public Works Planning, Advance Acquisition of Land, and
Alaska Housing)
Department-wide Function:
Counseling Services

REGIONAL DIRECTOR

INSURING OFFICE
DIRECTOR

In new stadiums in four major American cities, big league ball teams are hitting home runs and scoring touchdowns on sites which were previously metal scrap heaps, vacant houses, and dilapidated commercial buildings.

Pro ball has moved from antiquated stadiums in Pittsburgh, Cincinnati, and Atlanta to modern spacious ones built with HUD urban renewal assistance. In St. Louis, under the shadow of the Gateway Arch, there is a fourth new stadium erected through community, business, and labor participation.

Before the additions of the stadiums, several teams were seriously considering transferring their franchises because existing ball parks were inadequate. Now the teams are firmly settled in their communities with no thoughts of moving. But probably most important to the cities—even above the top grade sports they'll continue to enjoy—are the invaluable side effects of the new stadiums.

The environment of whole city sections has greatly improved. New businesses, hotels, malls, and office buildings have sprung up in the areas surrounding the stadiums, reviving lagging economies. Construction produced jobs for hundreds of citizens and was followed by increased employment by businesses in the new arena areas.

Nearby existing businesses increased their sales to those who come to see the games and to others who now find the areas attractive during the day.

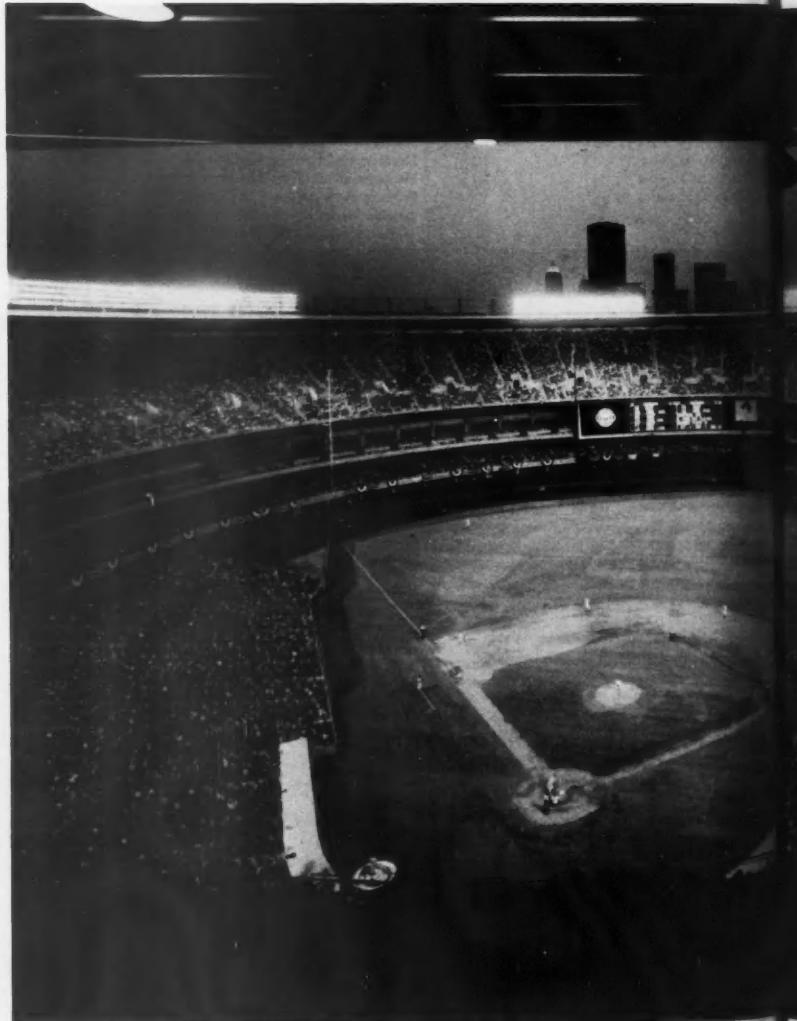
The recent completion of these stadiums has followed intense and in some cases protracted efforts of business, communities, and government. Here are capsule pictures of the preparation, planning, and results of these monuments to sports and community improvement.

Pittsburgh

The Three Rivers Stadium, new home of the Pittsburgh Pirates baseball team and the Pittsburgh Steelers football team, represents an impressive planning accomplishment. The stadium, situated just across the Allegheny River from Pittsburgh's Golden Triangle, opened in 1970 after 12 years of preparation, successes, and temporary failures.

The 84-acre, waterfront tract of rusting railroad track and abandoned warehouses was cleared in 1955 with \$15 mil-

Pittsburgh



lion in Federal urban renewal funds and \$5 million each from the city of Pittsburgh and Allegheny County.

Increases in costs over original estimates, resulting from inflation, caused financing delays because of necessary second bids and redesigning. A taxpayers suit claimed the financing was illegal, but this was lost. Labor troubles slowed down construction.

Only a small portion of the road network to the stadium was ready when "opening day" arrived in July, 1970, when Pittsburgh played Cincinnati.

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But the 50,000 seat stadium was ready. Among its features are seats four inches wider than standard size, four escalators, 16 ramps, a club, four restaurants, and many concessions.

Total cost of the stadium was \$28 million. It has already sparked new activity in existing businesses and more is expected from buildings and apartments to be erected in the area.

Stadium on the bank of the Ohio River received a design award from Progressive Architecture. The home base of the Cincinnati Reds baseball team and the Cincinnati Bengals football team seats 50,000 to 60,000. It can be emptied in 15 minutes and traffic moves promptly from this near-the-center-of-town sports palace.

The opening was in July, 1970, just before the Pittsburgh stadium opened. The stadium, with four-deck garage, cost \$36 million. A \$15.7 million Federal grant was made for the urban renewal project.

Cincinnati

The Cincinnati Riverbank

The Pittsburgh site before renewal was typical of locations now boasting new ball parks.



The Chamber of Commerce estimates a \$20 million increase in business in the community in 1970 in money spent on food Cincinnati

and other purchases.

The shining new stadium brought good fortune to the Cincinnati Reds. The local club

won the National League pennant in the first year, but lost the World Series to Baltimore.



Atlanta

Atlanta

The third project aided with Federal funds is the Atlanta Stadium where the Atlanta Braves baseball team and the Atlanta Falcons football team play when at home. It was constructed in a record 51 weeks in 1964 and completed in time for the 1965 season.

The \$18 million stadium stands in the midst of two urban renewal tracts sold to the city by the Atlanta Housing Authority. The ball park, seating 51,000, is situated at the interchange of three highways close to the center of the city. There is a 17-acre space for parking.

It has been estimated in Atlanta that major league sports added \$18 million to the local economy in 1969—and this included everything from salaries to hot dogs. Convention business doubled in 1969 to \$60 million.



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St. Louis

St. Louis

Busch Memorial Stadium is located in what was once one of St. Louis' worst areas of decay. The St. Louis Land Clearance for Redevelopment Authority proposed the project and a group of businessmen formed the Civic Center Redevelopment Corp. to plan and build it. The corporation raised private funds of \$17 million in subscriptions and a \$33 million loan through a life insurance company loan. The city financed public improvements such as a new traffic system, new street lighting,

new sewers, and an improved water supply system.

Besides the stadium, \$50 million of new buildings have been constructed in the surrounding area, including a mall, pavilion, an inn, an office building, and a bank. A large \$20 million insurance building was to have been completed this spring.

The \$51 million park is the home of the St. Louis Cardinal football and baseball teams. The 50,000 seat stadium opened in May, 1966. In 1967, the baseball team won the National League pennant and the series,

4-3, beating the Boston Red Sox. In 1968, the team again won the pennant but lost the series to Detroit, 4-3.

Urban renewal, one of the tools for improving the Nation's cities, has demonstrated its value in the use to which it has been put in recent stadium projects. Throughout the fabric of these developments there is a common thread: an improved economy, a raised tax base, more jobs, and an elevated quality of environment—major goals of urban renewal. □

During each of the past two years, one out of every five Americans moved—about 36 million Americans each year.

This mobility trend in recent years adds to the problem of housing demands. It is particularly apparent in larger cities and metropolitan areas where vacancy rates are already very low and thousands migrate.

The problem of housing demands would not be as great if people moved as smoothly as in the game of musical chairs; for instance if 18 million people settled into the homes of the same number who had just left. But studies of moving trends show that the flow of people is much more irregular. Movement in recent years has consistently been to the West, from the South to Northeast and North Central regions, and from rural areas to cities.

The greatest absolute growth now and in the future is expected in the most populous states. We now find, and can expect in the future, that the following states will attract the greatest number of migrants: California, Arizona, Florida, Maryland, New Jersey, and Connecticut. Census experts believe that most of the North Central states can expect continued out-migration of population to other areas of the country.

A recent Census report shows that six percent of the heads of families in the West migrated to that region during the 1950-60 decade. The movement from the South, the Northeast, and North Central regions has included four percent of the heads of families in the same period. The movement from farms to cities and towns shows that three out of 10 heads of families left the farm for city life. Three-fifths of those who moved stayed within the same counties; the remainder moved to other counties, States, and regions.

Portrait of Migrants

Who is involved in migration—the movement from one labor market to another or from one area to another?

Why do they move?

What are the effects of these movements?

The answers to these questions help place America-on-the-move in the perspective of supply and demand for housing and focus on some steps which have been undertaken or considered for relieving or improving migration conditions.

A portrait of the people who move is outlined in a recently completed study funded by HUD: *The Monetary Rewards of Migration Within the United States* by Richard F. Wertheimer II of the Urban Institute.

According to the study, migrants tend to have personal characteristics different from a typical cross section of the population. On the average they are younger and better educated than the rest of the population. City to city migrants are generally better educated than the average resident of either the original or destination city.

A higher proportion of whites migrate than nonwhites. But in a study of nine central cities chosen because of heavy nonwhite in-migration, all but one of the cities still had significantly more white rural to urban migration

AMERICA ON THE MOVE MOVE MOVE MOVE

than nonwhite. Nonwhite rural to urban migrants are generally better educated than the average nonwhite resident, but somewhat less well educated than the average nonwhite at either the original or destination city.

Increasingly, black central cities are due more to the out-migration of whites than the in-migration of blacks, the study states. Virtually all of the white growth has occurred in the suburban ring. The nonwhite growth has taken place primarily in the central cities. Unless there is a sharp change in trends observed in the decades 1950-1960 and 1960-1970, one-third of central city residents would be black in 1985 compared to one-fifth at present.

But another trend is beginning to develop, according to a Michigan State University professor of geography. Black people, tired of inner-city living conditions, but unable to move into expensive and often restrictive suburbs, are finding another option open to them.

"They are beginning to skip over the suburbs and settle in rural communities where they tend to replace whites who are leaving small towns," says Dr. James O. Wheeler.

The movement from the inner city is only a trickle, but Dr. Wheeler believes it could be a trend in the future as industry continues to decentralize from its traditional urban base and blacks gain mobility through greater financial resources.

Why Migrate?

Twenty-five reasons why people move appear in Donald J. Bogue's *The Study of Population*. Most moves, he says, have economic motivations, including:

- Offers of good or better employment,
- Bonanzas in other communities,
- Employment that requires routine movement,
- Proficiency in some specialty not marketable elsewhere,
- Transfer from one branch to another,
- Sale of business,
- Loss of farm through consolidation,
- Prolonged low income,
- Retirement.

There are also a wide range of personal reasons listed: graduation from school, marriage or lack of it, wanderlust, and maladjustment to the present community.

Benefits of Migration

The Urban Institute study focuses on the benefits of migration. Reports of these advantages undoubtedly get "back home" to stimulate further migration and pressure for increased housing in the cities.

The report also notes that there are substantial economic gains to moving out of the South or from rural areas to cities. Migration out of the South yields an annual earning increase of about \$800 for most migrants. Migration from rural areas yields an earnings increase ranging from about \$600 per year for cities with a population of less than 250,000 to nearly \$1,100 per year for cities with populations over 250,000.

Effects on Housing

The extent of housing needs is presented in the Nation's housing goals, which call for an average annual production of 2.6 million housing units in the decade ending in 1978. This is aimed at meeting demands of new household formations, population movement, replacement of dilapidated and demolished units, provisions for future retirement of home units, and increases in the number of vacant units. Vacancies are now running at the low figure of five percent for rentals and one percent for homeowner units.

Population movement causes problems when the young and better educated leave rural areas. It results in both a loss of "human resources" for the vacated town and increased demand for the newly adopted communities to provide adequate housing and services.

Another study, *The Geographic Mobility of Labor*, by John B. Lansing and Eva Mueller, describes the condition this way: "The geographic mobility of labor is one of the basic processes of adjustment in the economy of the United States. As new developments occur in

technology, demand, and transportation, changes take place in the location of productive activity. Failure of human resources to adjust to these changes leads to inefficiency, poverty, and dependency."

Effective Programs

The authors feel that many Federal Government activities have regional effects—favoring some places rather than others—and inevitably affecting migration. Among those with a substantial impact are defense procurement, location of facilities or offices that boost Federal employment, agricultural subsidies, and tariff policies.

"State and local government can influence the location of employment and thus, indirectly, migration through the levels and types of taxation and through subsidies, including industrial development bonds."

To relieve the effects of migration, there are a number of programs under way or under consideration. The HUD Urban Institute study by Wertheimer says: "Economic development programs for rural areas and towns, migration subsidy and counseling programs, and proposals to eliminate interstate differences in welfare payments are all designed in part to affect migration. Migration subsidy and counseling programs are intended to improve the welfare of individual migrants by permitting them to locate in areas where they will have the greatest economic opportunity."

In addition, there are programs for establishing new towns and communities for which initial financing is provided by HUD.

Importance of Housing Location

The effects of mobility on housing are usually considered in terms of the need for housing at the places receiving migrants. The reverse situation also becomes important from time to time. In towns that lose a large number of workers because of the closing down of a principal industry, the housing market sags badly, with many good houses vacant or available at lower prices.

Unfortunately, these vacancies available when workers move in search of employment do not help reduce the need for housing in places where housing is in short supply. Thus, national or state-wide figures on housing needs can be misleading insofar as they include vacancies in places where they must go begging for occupants.

Population mobility and housing are closely linked. If 20 percent of our population moves every year, the equivalent of the total population moves every five years. In addition, a significant regional movement in population continues. Since 1940 about 21 million people have moved from rural and small towns into metropolitan area; most of these people settled in the central cities. In addition, in that same period, most of the nine million immigrants from other countries settled in central cities.

Housing will have to be provided for this highly mobile population. Continuing study and efforts to provide adequate housing will be needed to meet the needs of an America-on-the-move. 



MODEL CITIES PROGRAM

WEEKEND COLLEGE LAUNCHED IN DENVER

A "weekend-and-evening college"—a variation of adult education—is in its first year as part of the Denver Model Cities program.

Several hundred poverty area persons who were not previously able to start college or complete high school are receiving training under the program funded by HUD.

While about 25 percent of all Model Cities funds are devoted to aiding education, this project is unique in featuring weekend and evening classes to accommodate students' work schedules.

The program enables some Model City residents to take courses to help them advance in their work and helps others who are high school graduates to work toward an associate or bachelor's degree in college.

The Weekend College project, funded with a combination \$280,000 HUD and \$50,000 Department of Health, Education, and Welfare (HEW) grant, is designed to overcome fundamental "caught-in-the revolving-door" problems of Model City area residents. These problems include an inability of the residents to find either time or money to upgrade themselves, limitations on advancement in present occupations because of lack of college degrees or skills, and lack of opportunity for gaining employment due to inadequate preparation.

Another intangible factor is psychological. Lacking the educational means of personal enrichment, many develop an inferiority complex resulting in apathy, discouragement, and a negative attitude toward society.

Local Initiative

This analysis of underlying problems of the Model City areas led a 13-member residential adult education committee to request funds for a full-time adult education course. They had the assistance of technical advisors from Metropolitan State College and the University of Denver College of Law. The project plan received the approval of HUD, the Denver City Demonstration Agency, and the Mayor and Council of the City and County of Denver.

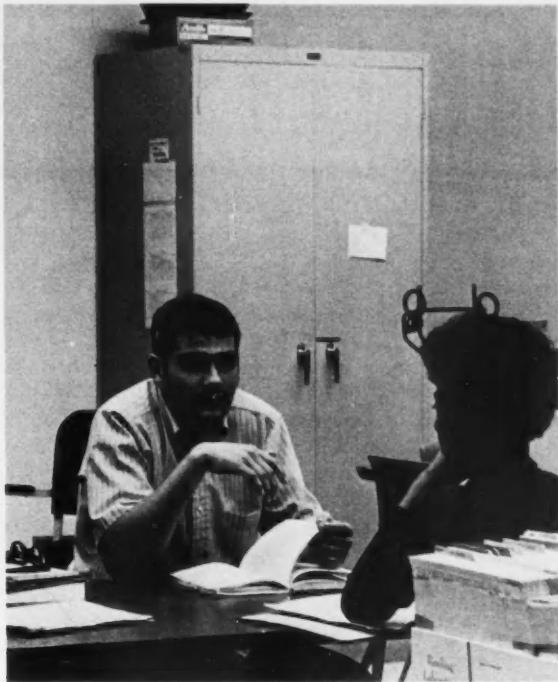
The initial enrollment of 39 students allowed for only four classes—two in remedial English, one in basic mathematics, and one introduction to sociology. The students were also placed in regularly scheduled classes of the college not especially organized for them. Completion rate of the spring quarter was 55 percent.

Year Round Schedule

In the 1970 summer session, at Metropolitan State College (Metro) in Denver, there were 166 students, virtually all from the Model Cities area. Over two-hundred enrolled in the fall term, more than the maximum anticipated.

There are 16 classes, with 11 regularly qualified instructors; all but one is on the Metro faculty. A few of the students are taught in regular Metro classes which provide instruction not available in the adult education course classes.

About three-fourths of the students are below 30 years of age. One is 17, another 61. Because one-third of the students are Spanish-speaking, some classes are conducted in that language.



students are Spanish-speaking, some classes are conducted in that language.

The Weekend College organizes instruction *at the request of students* for the most convenient times of day or evening. The project defrays all direct educational cost involving application and transcript fees, placement fees, full cost of tuition, student service fees, a reasonable amount of texts, instructional supplies, and allowances for students who have special transportation, parking, dependent care needs, and reimbursement for wages lost while attending school.

Courses are of two major types. One aimed at helping students to meet admission requirements of Metro, includes such courses as English, psychology, introductory sociology, and basic mathematics. Mathematics and humanities classes enable students to build up credit for a college degree. Weekend College also has available all of the instructional resources and support of Metropolitan State College which serves a regular student body of more than 6,000 students.

Tutoring is provided to help students qualify for admissions. The continuation of this service is an important part of the program. Upperclassmen working part-time are committed to helping these weaker students catch up.

Counselors' Role

What makes Weekend College really work is the seven full-time student and graduate counselors with exclusive responsibilities to Weekend College students. They give students advice in practical problems of getting into school.

and staying there. If students cannot come to Metro offices, counselors visit students' homes. Students may need to be guided on realistic academic plans. Others may need help in arranging for baby sitters. Another may need the help of a speech therapist or help in obtaining a job.

The resident counselors provide constant help in the internal decisionmaking process by representing the opinions of students and potential students. The resident counselors also guide all other staff and instructors as to the needs and opinions of the Model Cities community and how to meet these needs.

The work of these resident counselors is balanced by professional social service counselors. The Metro administration and faculty also deserve much credit for their commitment in responding to the needs of the urban community.

Continuing the College

Charles Allbee, coordinator of the weekend college, reports the program is "exceeding all expectations" and hopes that funding will be maintained so students may continue the education they have started. The second year action plan provided funding from January 1, 1971, through several academic quarters, and the project has available funding from HEW until July 1, 1971.

When the college was launched, the *Rocky Mountain News* declared "we are enthusiastic about the novel wrinkle called the Weekend College set up under the multi-purpose Model Cities program."

An opportunity is now being provided for the ambitious and deserving whose college life never materialized. ☺

SOCIO-PHYSICAL TECHNOLOGY LITERATURE

In the design of housing, community planning, highways, schools, commercial buildings, hospitals, and the entire man-made environment, everyone agrees on the importance of quality. But no one can define exactly what we mean by "quality" in this field.

What are the effects on human beings and their life styles of tenement dwellings? of multi-family high rise public housing? of mobile homes? of single family suburban developments? What conditions are necessary in creating liveable environments that encourage well-adjusted individuals and growth?

If the Nation is to commit itself to building volume housing and new towns, we desperately need a systematic analysis of these issues in order to avoid the mistakes that are being built into our present housing stock. Slums come in all architectural styles.

One approach to providing the vital criteria necessary to understand the environment man has built and its consequences is a movement called socio-physical technology. These efforts attempt to integrate science and design—"hardware" (building technology) and "software" (social sciences)—by combining interdependent disciplines that have traditionally remained fragmented.

Basic Works

The current literature in the field of socio-physical technology follows earlier ground-breaking writings by several social scientists. Anthropologist Edward T. Hall started to describe how men use space and how this use differs between cultures in *The Hidden Dimension* (Doubleday, Garden City, N.Y., 1966, \$5.50, \$1.45 paperback) and *The Silent Language* (Fawcett Publications, N.Y.C., 1959, \$.75 paperback). California psychologist Robert Sommer described the social and physical relationships in four settings—a mental hospital, bar, dormitory, and school—in *Personal Space: The Behavioral Basis of Design* (Prentice-Hall, Englewood Cliffs, N.J., 1969, \$4.95). How the placement of people and furniture in a setting influence behavior patterns was discussed in *Ecological Psychology* (Stanford University Press, Stanford, Calif., 1968, \$7.50), by psychologist Roger Barker. An Australian architect-planner Amos Rapaport examined the correlations between different life styles and dwellings of various cultures in *House Form and Culture* (Prentice-Hall, 1969, \$4.50, \$1.95 paperback).

One of the best introductions to the field focuses on environmental design. It is a pamphlet called *Socio-Physical Technology* (AIA, Washington, D.C., 1970, \$2.50 paperback), the carefully edited proceedings of a HUD-American Institute of Architects workshop in November, 1968.

Recent Literature

In the short history of socio-physical technology, 1970 marks the maturity in the field's literature. For a recent survey of the basic ideas, William H. Michelson's *Man and His Urban Environment: A Sociological Approach* (Addison-Wesley, Reading, Mass., 1970, \$3.75 paperback) provides a well-written and researched introduction. A sociology professor at the University of Toronto who has worked closely with both the academic and building communities, Michelson covers the basic concepts, research methods, and strategies.

For a more design-oriented, impassioned view of the field, Constance Perin's *With Man in Mind: An Interdisciplinary Prospectus for Environmental Design* (MIT Press, Cambridge, Mass., 1970, \$7.50) parallels Michelson's work. She has also traced the social science origins of theory on environment with an emphasis on environmental designers—architects, engineers, planners, etc.

Both books are oriented toward research and case studies. Lee Rainwater's *Behind Ghetto Walls: Black Family Life in a Federal Slum*, (Aldine Publishing Co., Chicago, Ill., 1970, \$12.50) tells the sociological story of one classic case: Pruitt-Igoe, a 4,000 family public housing project in St. Louis. It was this documentation, based on a six-year-study, that led to the Sullivan Amendment prohibiting high-rise public housing environments for families. Ironically, despite 37 years of public housing in America, there has not yet been a socio-physical study of physical arrangements of projects which serve people's needs best.

The best overall text in the field is *Environmental Psychology: Man and His Physical Setting*, edited by H.M. Proshansky, W.H. Ittelson, and L.G. Rivlin (Holt, Rinehart, and Winston, N.Y.C., 1970, \$15). The 689-page anthology of experts in a cross-section of environmental fields wades directly into the polemics and wisdom on the subject. The 65 entries are a measure of the information explosion in the field.

Much of the methodology in the area is data-oriented and too technical for noncomputer scientists. Of the materials in this expert-restricted area, Gary T. Moore's *Emerging Methods in Environmental Design and Planning* (MIT Press, Cambridge, Mass., 1970, \$22.50) represents the latest experimentation in operations research, systems engineering, psychology, and sociology.

We need to apply sound and rigorous systems to guide the building of future human settlements. This new literature, indirect as most of it may seem, leads towards the answers that we now lack.

By Andrew F. Euston

Urban Design Program Officer
Environmental Planning Division

HUD Office of Community Planning and Management

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Courtesy of Department of Sanitary Engineering, Bureau of Sanitation Services, Washington, D.C.



(Top) Trash and garbage have been piling up in this country for years—not only in landfills, incinerators, streets, and parks, but also in the back yards of America's cities. (Bottom) In Washington, D.C., street trash collectors used to dump their full cans in the gutters to be picked up later by a garbage truck. Now the carts have paper bags instead of metal containers and the full bags, neatly sealed and stacked, are left on corners for pickup.

CLAMOR FOR A CLEAN-UP

Why the "garbage" crisis?

For years our national ability to create products has outpaced our ability to dispose of them properly. We have concentrated on production and distribution of goods while disposal methods have remained in the horse and buggy era. Unsightly dumps got larger and spread more odors, smoke, flying litter, rodents, and insects.

The high visibility of litter, a minuscule fraction of total waste, has amplified the clamor for a clean-up. Municipalities spent \$4.5 billion in 1969 to collect and dispose of some 300-350 million tons of trash. About 75% of these costs went for collection and hauling. Only on schools and roads did these cities spend more; even so, they are failing to cope with the rising tide.



Courtesy of Monarch Construction Co., City of Franklin, Ohio

Landfill areas near many of America's cities are fast filling up; alternative disposal systems must be found. One alternative to landfills that look like the one above is a solid waste disposal system and reclamation center like that of Franklin, Ohio. Waste is pulped, dewatered, and burned in a fluid bed incinerator. Re-usable paper fibers, metal, and glass are reclaimed and the remaining inorganic residue, representing only 5% of the original volume, can be safely and sanitarily used for landfill.

Time Runs Out

Among 34 cities that rely heavily on open dumps or landfills—the most widely used disposal means—Chicago and Akron already have exhausted all space. Chicago has just completed the largest incinerator in this hemisphere.

Less than two years' time remains to Atlanta, Buffalo, Cleveland, Washington, Houston, Louisville, Newark, Norfolk, Oklahoma City, Philadelphia, Rochester, Tampa, and Toledo. Cities with only two to five years include Baltimore, Cincinnati, Dallas, Dayton, Minneapolis, New Orleans, and Tulsa.

New York City now disposes of 22,000 tons of waste each day, with the rate destined to rise four percent yearly. Its eight incinerators are to be supplemented with four more at a projected cost of over \$500 million. This city has extensive landfills which will be exhausted between 1975 and 1980. Like several other coastal cities, it also disposes of wastes such as processed sewage sludge in the ocean, but this practice is meeting opposition, and its elimination would pose serious new problems.

On a national average more than seven pounds of household, commercial, and municipal wastes are generated for each citizen every day, about double the weight of 40 years ago, as a result of our growing population and affluence. By 1980 these wastes may exceed 500 million tons annually. The volume of household waste is expanding far more rapidly than the weight, further taxing outmoded hauling methods.

Added to trash collected from residents by the municipalities are enormous tonnages of industrial, demolition, and construction debris, old autos, buses, trucks, and worn out machinery. These bring the daily per capita waste rate to 10 pounds. Current estimates of national production of solid wastes in urban areas run as high as 360 million tons annually. The 1980 rate will probably run three times that.



Courtesy of St. Louis Post Dispatch from Black Star

Federal Action

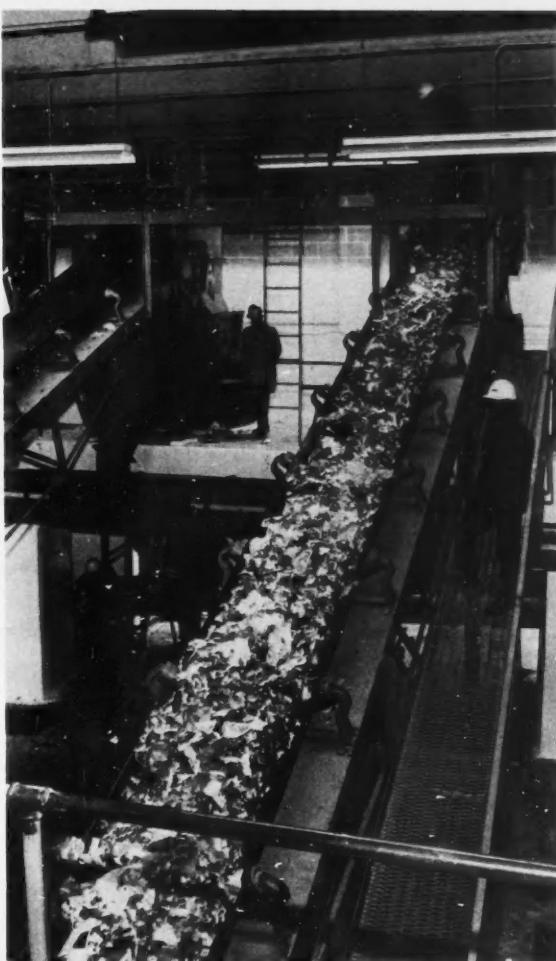
A dawning public awareness of the trash crisis that appeared early in the 1960's prompted Congress to pass the landmark Solid Waste Disposal Act of 1965. Accelerating demands for a better environment led to approval of the Resources Recovery Act of 1970, which extensively rewrote the 1965 law, set the stage for as much as a 10-fold increase in Federal funding, and shifted the emphasis from mere disposal to recycling and recovery of materials and energy.

Congress has provided a substantial Government base on which a national attack can be waged on solid waste. It agrees with the experts that nothing less than NASA and the aerospace industry's highly sophisticated, computer-oriented techniques of systems analysis must be brought to bear on overall waste management and the new science of environmental engineering, from original design and construction of products to collection, haulage, segregation and sorting, compaction and shredding, recovery, and recycling or conversion to useful and profitable products. The systems approach embraces study of many areas beyond reclamation—changes in distribution and marketing, new materials, consumer education, and alteration of behavioral patterns.

Industrial Action

"We are at the threshold of a new generation of solid waste disposal programs," William F. May, Chairman and president of American Can Company, said at the forma-

(Right) Another alternative to landfill or ocean dumping was developed in Brooklyn, N.Y. A continuous conveyor belt system grinds waste into a powdery compost that is then mixed with chemicals to become fertilizer. (Below) Sanitary landfill, when completed, offers many cities new tracts of land for recreation.

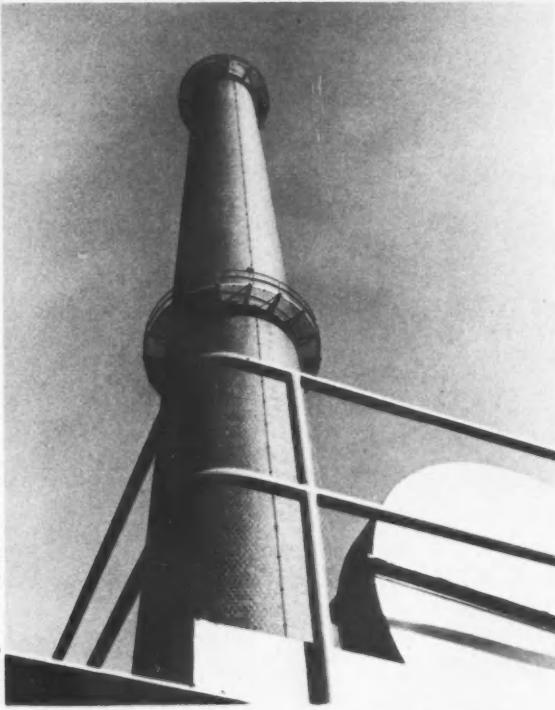


Courtesy of Ecology, Inc.



Courtesy of Department of Sanitary Engineering, Bureau of Sanitation Services, Washington, D.C.

Courtesy of Graphics 4 Inc., Arlington, Va.



The smoke stack of a new, additional incinerator attests to the growing volume of solid waste that even a small city must process.

tion of the National Center of Solid Waste Disposal. "This will be a generation of systems and automation."

The Center is an unprecedented united front by business and industry to help clean up the environment. It is a joint project of the steel, aluminum, glass, metal, can, paper, plastics, soft drink, brewing, supermarket, chain store, food canning, and food processing industries. Initial funding aims at four objectives: a resource agency for information on litter and solid waste disposal systems, an agency to receive funds from private and public sources for support of basic research, contracting for basic research for development of litter control and solid waste disposal systems, compilation and evaluation of results of research in litter control, solid waste collection, recycling and disposal.

The Center will serve as a communications office for Federal, State, and local government agencies, industries, individuals, and private institutions. It will also take responsibility for designing, operating, and evaluating modern physical systems.

Passage of the 1970 Renewal and Recovery Act assures a maximum financing effort to recycle our solid wastes, generally recognized as the only enduring solution to the disposal problem while permitting us to conserve our depletable national resources. Much of the technology is already available or on the horizon. For some time, the primary obstacles will continue to be the uneconomic aspects of outmoded collection, hauling, and sorting.

Both industry and Government have already made highly significant technological progress in recycling. The

can industry, working with steel companies, is proving that steel and tinplate cans, despite general belief, are readily recyclable. Detinning companies with 60 years or more of experience, such as M&T Chemicals Inc., a subsidiary of American Can Co., process old cans and send the basic steel back to steel mills.

The major can manufacturers recently completed plans to donate space at their plants for collection centers. Cans will be processed for recycling and proceeds from sale of metal will be returned to the communities for contributions to charity or beautification projects.

What Municipalities Can Do

Since municipal collection problems start at the home, interest is strong in a small kitchen appliance which will compact a family's weekly wastes into a bale about the size of a breadbox. Wide usage would bring substantial economies in waste collection and mass production may bring prices of individual models within the range of many householders. It has been suggested that Government subsidy of compaction units in public housing would greatly reduce the volume of trash, aid in disposal, and encourage private use of the units.

Franklin, Ohio, is installing a prototype waste handling plant designed by Black Clawson, with a pulping-masticating-segregation system. In one shift, this facility will process 50 tons of waste, producing seven tons of pulped fiber, four tons of metals and four tons of glass. These reclaimed materials will be marketed to the extent possible.

Hercules, Inc., will build and operate an \$8 million plant to serve the Wilmington area, taking 500 tons of solid wastes and 70 tons of sewage sludge daily for conversion. As much as 90% of output is expected to be marketable.

Combustion Power Co.'s Project CPU-400 will consume 400 tons of refuse a day, the amount produced by a city the size of Hartford. It shreds material into a homogeneous mass of uniform density and, after separation, dries and uses the remainder as a source of energy in incineration. The organic portion of the waste has a calorific value one-third of high grade coal.

In all, industry has about 100 programs in progress in the field of solid waste management with more being announced monthly. HUD's Operation BREAK-THROUGH is sponsoring two research projects in solid waste disposal systems at the Memphis, Tenn., and Jersey City, N.J., sites. Both will experiment with pneumatic collection systems for solid wastes. Jersey City, in addition, will experiment with using waste heat from its electrical generating equipment to heat water for heating and cooling systems.

While research promises enormous strides in solid waste management in the coming decade, the environmental crisis is immediate and our urban communities cannot sit idly by, neglecting any improvement available with present technology. Dramatic short-term improvements are possible and the clean-up is underway, from coast to coast. ☺

lines & numbers

Department of Housing and Urban Development

BUDGET OUTLAYS*

	Actual 1970	Estimate 1971 (dollars in thousands)	Estimate 1972
Major Elements of Budget Outlays:			
Assisted Housing Programs:			
Low Rent Public Housing	433,602	616,000	752,000
Rent Supplements	18,728	44,400	88,000
Homeownership Assistance (235)	21,127	94,500	299,000
Rental Housing Assistance (236)	666	20,600	149,000
Proposed Supplemental (235 & 236)	...	36,500	...
College Housing Grants	...	2,500	10,000
Subtotal - Assisted Housing	474,123	814,500	1,298,000
Community Development Programs:			
Urban Renewal Programs	1,043,187	1,082,000	1,300,000
Rehabilitation Loans	35,035	47,000	36,000
Model Cities Programs	85,794	380,000	450,000
Grants for Basic Water and Sewer Facilities	109,011	140,500	170,000
Community Development Grants (Proposed Legislation)	150,000
Other Community Development Programs	107,311	150,513	174,494
Subtotal - Community Development	1,380,338	1,800,013	2,280,494
College Housing Loans	195,976	136,793	50,660
Special Assistance Functions	684,722	711,661	572,418
All Other Outlays	210,703	261,469	254,458
Subtotal - "Gross" Outlays	2,945,862	3,724,436	4,456,030
Less Receipts and Adjustments:			
Mortgage Sales	-230,000
All Other	-342,814	-389,300	-338,242
Budget Outlays (net)	2,603,048	3,335,136	3,887,788

*Budget Outlays refers to amounts drawn from the Treasury for expenditure or disbursement in support of an authorized program or activity.

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